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AN ADMINISTRATIVE STUDY
OF AGENCIES CONCERNED
WITH URBAN RENEWAL IN
NEWARK, NEW JERSEY

Newark -
Housing Authority -
Misc

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be undertaken by (or under the leadership of) the Newark Housing Authority.

In an effort to resolve this quandary, the Center for Urban Research has undertaken what amounts to two administrative studies, and has combined them in the present report. The Center has examined both the broad administrative framework of urban renewal in Newark and the specific structure and functions of the NHA.

In Chapter I this examination follows a historical approach, tracing the evolution of Newark's administrative apparatus in the field of urban renewal. Chapter II focuses on the contemporary structure and functions of the Newark Housing Authority, the city's official redevelopment agency, and the principal public agencies also concerned with community renewal problems.

Chapter III shows how these agencies relate to each other in the ongoing processes of urban redevelopment. Again, primary emphasis is on the role of the NHA. The final section of the report (Chapter IV) contains the Center's recommendations for more effective management of Newark's urban renewal activities, and suggestions for additional study and investigation. These recommendations are especially designed to indicate how Newark can meet the administrative challenges implicit in her Community Renewal and Model Cities Programs.

INTRODUCTION

In recent years, Housing Act has been piled upon Housing Act by the national government. Each Act has offered funds to the cities; some of these funds have been tied to specific programs - - demonstration grant program, neighborhood renewal program, workable program, Community Renewal Program, and Model Cities Program.

A dynamic and aggressive community, Newark has pursued these various program paths in order to secure federal funds and expert assistance for her renewal activities. Unfortunately, the lines between the various federal programs have not been clearly delineated by statute. As a result, Newark's research and planning activities exhibit some traces of overlapping and redundancy.

The economic and land use studies prepared with CRP funds have taken a broad look at Newark's needs and resources. The NHA, building on these analyses, has delineated a series of urban renewal areas and has sketched out the types of renewal activities suitable for each. Currently, the NHA is preparing a time-phased program for these activities, one which will undoubtedly include the projects in Newark's Model Cities Program.

The Center for Urban Research of Seton Hall University, in undertaking an administrative study for Newark's CRP, was thus placed in somewhat of a quandary. On one hand, the thrust of the federal statutes and CRP guidelines was towards a broad look at the administrative picture in Newark - - examining all the agencies that are involved in renewing the community. The NHA's request that the Center examine Newark's capacity for undertaking a Model Cities Program also tended to move the study in this direction. On the other hand is the fact that the emerging CRP is focusing primarily on the renewal activities that will

CHAPTER I

URBAN RENEWAL IN NEWARK: THE EVOLUTION OF ITS ADMINISTRATIVE APPARATUS

Although efforts at civic revitalization may be noted at various points in her history, Newark's current urban renewal activities and administrative structure trace their origins to the depression years of the 1930's. The stimulus came from the federal government which, through the Housing Act of 1937, provided loans and annual contributions to local housing authorities for low-rent housing and slum clearance projects. The State of New Jersey provided enabling legislation in March of 1938, and during that same month the City of Newark, by ordinance of its city Commission, established the Housing Authority of the City of Newark (NHA). By 1942, the Authority had completed seven low-rent housing projects containing a total of 2,736 apartments.

The next page in Newark's redevelopment history was written in 1943 when the city Commission, under terms of the Municipal Planning Act of 1930, created a Central Planning Board (CPB) to develop plans for the post-war development of the city. With but a token staff of its own, the CPB hired Harland Bartholomew and Associates to prepare a comprehensive master plan for Newark, emphasizing how the city could best meet its post-war needs. In 1945, a "Citizens Advisory Committee" of 180 members was appointed by the Mayor to work with the CPB and its consultants in the preparation and promotion of this master plan.

Although the CPB adopted Newark's master plan in July of 1947, its ability to implement the plan's recommendations was limited by its lack

of professional staff and by the fragmented authority structure that characterized commission government in Newark. Lack of staff meant, too, that the master plan was not kept up to date by periodic revisions, nor were the city's demographic and economic trends kept under adequate surveillance.

The CPB's powers were also limited by the terms of its enabling ordinance. It had not received the status of the city's zoning commission, a status that could have been given it under terms of the state planning statute.¹ Instead, Newark's post-war land use policy was a zoning ordinance of 1930, with variances granted by a Board of Adjustment, operating under a 1928 state law. Despite these handicaps, the 1947 master plan was not without influence on the post-war development of Newark. The code enforcement work of the city health department, for example, concentrated on those areas described as slums in that master plan.

Meanwhile, developments on the national and state levels were leading to an expansion of the responsibilities of the Housing Authority, and to the involvement of additional public and quasi-public agencies in "renewing" Newark.

In 1949, Congress passed a new housing act which inaugurated a "comprehensive" attack on slums and blighted areas, and provided funds for broad redevelopment projects. The New Jersey legislature passed legislation enabling local housing authorities to assume redevelopment powers, and in September of that same year the Newark city Commission authorized the

1. The CPB became Newark's zoning commission following charter change in 1954.

Newark Housing Authority to "act as the redevelopment agency for slum clearance and urban redevelopment in the city of Newark" for the purposes of that statute. This meant that the NHA, in addition to its original mandate to build and operate low-rent housing, could develop programs for clearing blighted areas and replanning them for the private or public uses for which they were best suited. Accordingly, while completing four post-war housing projects, Kretchmer Homes and Walsh Homes (1953), Hayes Homes (1955), and Columbus Homes (1956), the Housing Authority initiated plans for a number of redevelopment projects that would include schools, shopping facilities, et al. The Authority's area of involvement thus became enlarged; its new projects demanded that cooperative arrangements be developed with private groups and such public agencies as the Board of Education and the Department of Public Works. The superstructure of the Housing Authority remained intact: The Housing Commissioners and their executive director (Louis Danzig) became the city's redevelopment agents. However, an urban renewal office was organized and staffed to handle redevelopment proposals under their supervision.

The 1947 master plan had presented a housing philosophy for Newark that embodied three items: 1) the protection of good neighborhoods, 2) the rehabilitation of blighted areas, and 3) the clearance and rebuilding of slums. In 1953, Newark made its first organized effort to achieve goals 1 and 2 with the establishment of the Newark Committee on Neighborhood Conservation and Rehabilitation (NCNCR).

Initially a private group, supported by local real estate and business interests in the hope of finding an "alternative" to slum clearance,

the NCNCR received official status by city ordinance in 1956, but primarily as an "Investigative and advisory" body. For its conservation and rehabilitation work the NCNCR depended upon the code enforcement activities of Newark's magistrates and health officials.² The NCNCR also worked through newly organized citizens' self-help groups, a series of eight neighborhood councils, federated as the Associated Community Councils of Newark.

Rehabilitation became a function of the Newark Housing Authority when that agency, adhering to the rehabilitation philosophy expounded in the Housing Act of 1954 and supplemented by state law in 1956, enlarged the scope of its redevelopment projects. Thus, NHA's plans for urban renewal in the Central Ward were reworked to include rehabilitation aspects. In February, 1959, the NCNCR was authorized, by ordinance, to cooperate with the Housing Authority "in the implementation of neighborhood conservation and rehabilitation phases of urban renewal projects." In the ensuing years, however, the NCNCR tended to concentrate its resources on its own pilot rehabilitation project in a fringe area (Clinton Hill), and on working with city health and sanitation officials to try to conserve better neighborhoods by vigorous code enforcement work. The NHA thus became the dominant figure in rehabilitation work in Newark's major slum areas. In November of 1963, the Housing Authority also took over primary responsibility for the Clinton Hill project.

2. The NCNCR proposed revisions to Newark's housing code in the Summer of 1957. In November of that year the City Council adopted new health, sanitation, and plumbing codes.

While the concept of urban renewal was being broadened by federal and state legislation, thus expanding the responsibilities and increasing the involvements of the Newark Housing Authority, local changes were adding new factors and dimensions to the redevelopment picture. In 1954 a charter change movement resulted in Newark's abandoning the commission system for a strong mayor and council arrangement. The business and civic leadership that had been activated to support the charter change drive decided to remain involved and help mold the "New Newark". Its outlets were two agencies formed in 1955: the Newark Economic Development Committee (NEDC) and the Greater Newark Development Council (GNDC). The former was an official advisory agency to the new "strong" mayor; its 18 members, drawn from the worlds of business, government, and labor, were appointed by Mayor Leo Carlin in February of 1955. The latter was a private "top brass" organization of business leaders. Both groups (as well as the Greater Newark Chamber of Commerce) were serviced by the Bureau of Municipal Research, an agency reorganized in 1946 by its new executive director, Henry Connor.

The NEDC began its existence with broad redevelopment goals which, if unchanged, might well have brought it into conflict with the Housing Authority. But, as had been the case with the NCNCR, these goals were soon narrowed, and the NEDC concentrated on (a) the revival of the central business district, and (b) publicizing Newark's industrial and commercial advantages, hoping to attract new ratables and hold existing ones, and (c) attracting private development capital to Newark. A change

of administrations in 1962 led to the demise of the NEDC, but the GNDC continued to pursue these general goals, as well as to work for state legislation which would provide a better tax base for the Newark area.

The concept of a business-labor government team to work on Newark's economic development was revived in November of 1962 by Mayor Hugh Addonizio. With City Council approval, an Industrial Development Commission was established to encourage the expansion of local trade and industry and promote the location of new businesses within the city. This agency, since reorganized as the Newark Industrial Development Corporation (NIDC), has however, endeavored to mark out a special area for itself: the Newark Meadowlands. In January 1965, the city deeded 110 acres to the Housing Authority as a "land bank" from which the NIDC is to draw as it helps develop the Newark meadows.

Before leaving the topic of charter change and economic development, mention should be made of the Newark Parking Authority - - another product of the "renew Newark" philosophy of the city's leaders. Established by city ordinance in August 1955 (under authority of a New Jersey law of 1948), the Authority has tried to promote the growth of trade in Newark with its program of off-street parking. Its most ambitious project to date has been the Military Park underground garage, completed in 1961, to service the central business district.

The 1954 charter, envisioning as it did the development of a "strong mayor" system, led to the improved staffing of the Mayor's Office, including the hiring of a Business Administrator, and, beginning in 1956, a City Planning Officer. The City Planning Officer was also to act as an

advisor to the Central Planning Board, and the latter agency was provided with a professional planning staff.

The city planners tried to carve out a role for themselves as the group responsible for looking at, and planning for, Newark's long range physical needs in the fields of housing, streets, sewers, public buildings, schools, et al. They developed a six-year capital budget program for the city, a ten-year projection of Newark's urban renewal needs and, in February of 1965, saw the Central Planning Board adopt their revision of the 1947 Master Plan.³

But the efforts of the City Planning Officer to become the coordinator of Newark's manifold redevelopment activities proved abortive. The Planning Officer had assumed responsibility for preparing and updating Newark's Workable Program and, in an effort to realize the objectives of that program, Mayor Leo Carlin established an Urban Renewal Policy and Coordinating Board on January 10, 1961. Although the Mayor was formally Chairman of this board, which included representatives of all operating and recommending agencies of the city concerned with urban renewal, the City Planning Officer was designated as the principal "coordinator". The Board did not develop functionally and ceased to exist after Mayor Carlin's loss of the mayoralty in 1962.

In 1963, a Division of City Planning was established within the Department of Administration, directly under the Business Administrator. The staff of the Central Planning Board was shifted to the new division

3. Planning consultants were Candueb, Fleissig, Adley and Associates

which was placed under the control of the City Planning Officer. Although the Division continues to service the CPB, its primary thrust has been towards the offices of Mayor and Business Administrator. Still motivated by the concepts of coordination, integration, and long-range planning, the city planners have tried to develop the capital budget into a major implementer of the new Master Plan and a major programmer of Newark's urban renewal activities. The capital improvements program is reviewed and reworked every year by a Capital Project Conference Committee,⁴ and then submitted by the Mayor to the City Council. The program from 1966-1971 envisions shifting the emphasis in Newark's capital spending from the projects of the Housing Authority to those of the Board of Education and the Department of Public Works.

The Division of City Planning has also taken advantage of the every-expanding federal urban renewal program (especially the Housing Act of 1965) as well as its position in the Department of Administration to expand its role in the urban renewal picture. Thus, it is planning for a new code enforcement program and for city beautification projects, items in which the planning is being done by the Division, and project execution will be handled by the regular line departments of the city. The NCNCR, working with and through neighborhood and civic groups, is endeavoring to point its current program in the same directions.

4. Members of the committee: the Business Administrator, Planning Officer, Budget Officer, Director of Public Works, Superintendent of Schools, Chairman of the CPB, Executive Director of the NHA, and Director of Finance.

In summary: Newark's urban renewal machinery is a historical deposit, the product of almost three decades of developments on the national, state, and local levels. The primary thrust of these developments has been towards an increasingly broad definition of "urban renewal." Newark's response to the broadening scope of Federal programs has been, to a considerable degree, an increase in the responsibilities of the Housing Authority. But it has also included the creation of new agencies, or the entrance of old ones into the urban renewal picture. Each of the major participants in Newark's redevelopment has tried to mark out a role for itself, and to work out a modus vivendi with the other participants. Conflict has not been missing from the Newark urban renewal scene, but it has been minimized by the fragmented character of her urban renewal machinery, and by the fact that each fragment has tended to move off in its own functional direction. Conflict has also been held down by a general tendency to defer to the NHA as the principal actor in the redevelopment picture, especially when projects move into their action stages.

The emergence of a federal trend towards defining urban redevelopment in terms of "human renewal" as well as "physical renewal" appears to invite still more actors, such as the Newark Human Rights Commission and the city's anti-poverty organization (The United Community Corporation), to move into the redevelopment picture in the near future. If Newark's past is a guide to her future, increased involvement by the NHA in this functional realm can also be expected. Indeed, in September of 1966 the NHA evidenced its usual foresight by establishing a Community Relations and Social Services section within its organization.

The abortive 1961 effort to create a formal coordinating mechanism in the field of urban renewal has not been repeated. Instead, Mayor Addonizio has informally acted as coordinator, especially between City Hall and the NHA, and has established ad hoc task forces to handle particular renewal problems, such as upgrading local code enforcement and developing a medical center complex in Newark.

CHAPTER II

FUNCTION AND ORGANIZATION OF AGENCIES
PARTICIPATING IN URBAN RENEWAL AND
REDEVELOPMENT IN NEWARK

As indicated in the preceding section, despite the creation of new agencies to cope with the varied problems posed by urban renewal, primary responsibility for the redevelopment of Newark has been assigned to the Newark Housing Authority. At one time concerned solely with the construction and servicing of public housing, the NHA has had to adapt its organizational structure to meet the burgeoning demands of redevelopment projects, including relocation, rehabilitation, utilities planning, community relations, and the like. As the following functional-structural analysis will show, the NHA response to these demands has been, in part, the development of its Division of Urban Renewal into a complex, many-faceted organization, and in part the expansion of the staff apparatus working out of the office of the Executive Director. In addition, there has been a conscious effort to keep the administrators and developers of Newark's public housing projects distinct organizations within the NHA. Although controlled by the same commissioners and serviced by the same staff agencies at some points (legal, fiscal, personnel), the separation of the planning and implementation of redevelopment projects from the development and management of housing projects remains the prime characteristic of the NHA's internal structure.

By federal and state statutes as well as local ordinances, the NHA is the designated local public agency which is empowered to: (a) plan, undertake and carry out, and to finance an urban renewal project involving slum clearance and redevelopment; (b) award contracts to construct low-rent housing; (c) select tenants, collect rents and maintain public housing; (d) relocate people and businesses affected by slum clearance; (e) prepare applications to federal agencies for financial assistance for urban renewal and redevelopment projects; and (f) prepare a Community Renewal Program (CRP) for the city. The structural framework within which these functions are discharged is as follows:

1. A six member Board of Commissioners, five of whom are appointed by the Mayor with the consent of the City Council and the sixth is appointed by the Director of the State Department of Conservation and Economic Development. The Board of Commissioners, established by New Jersey statutes, constitutes the governing body of the NHA and oversees its activities as regards to low rent housing, rents, urban renewal, the hiring, classification and compensation of staff, the selection of public housing tenants, and the awarding of contracts.

2. An Executive Director, aided by an Assistant to the Executive Director, responsible for the execution of all functions and operational activities of the NHA.

3. An Assistant Executive Director who assists the Executive Director in the overall management of the affairs of the NHA.

4. A Legal Counsel who also functions as an Assistant Director and advises the Executive Director on all legal matters pertaining to PHA and URA programs in relation to local, state and federal statutes.

5. A Director of Urban Renewal who advises the Executive Director on all urban renewal programs. He is responsible for: planning, developing, and disposing of urban redevelopment and renewal projects; preparing applications to federal agencies for financial assistance and reports for public information regarding urban renewal; planning, developing, enforcing, and executing property rehabilitation programs; preparing other programs related to the overall revitalization of the city, for example, the Community Renewal Program.

The Director is assisted by two Assistant Directors of Urban Renewal. One of the Assistant Directors is responsible for the processing, executing, and technical preparation of urban redevelopment and renewal projects. Specifically, these functions entail: the preparation of all applications for urban redevelopment and renewal projects; the development and preparation for approvals of all urban renewal plans decided upon after collaborating with affected divisions and consultants; the preparation of investigations for blight hearings, the preparation of periodic reports to HUD on the progress and status of projects and the certifying of financial reports as well as the special area studies of city and programs beyond project limits, the recommendation of action on redevelopers' plans and the inspections

of same as to their compliance with urban renewal plans, the maintenance of records and statistical data on projects under loan and grant contracts; the execution of all engineering and staff planning functions and their drafting of maps and visual aids as well as other technical duties related to the urban renewal programs. The other Assistant Director of Urban Renewal is responsible for the rehabilitation and land aspects of urban renewal projects and the administrative operations of the Division. Specifically, these functions entail the establishment of field offices and the development of programs for rehabilitating properties which will not be acquired for project purposes within the urban renewal projects, the surveying of structures and the development of rehabilitations cost estimates; the promotion of individual owners' action and interest through financial assistance, i.e., clearance of all loans and grants, and technical assistance; consultation to owners throughout the process of rehabilitation up to the final inspection and payment for work satisfactorily completed; the development of acquisition and disposition plans for urban renewal projects and the preparation of detailed reports for acquisition and disposition as well as budgetary items required by the Processing Section; the maintenance of records on all properties in current or proposed projects including assessments, values, condition and ownership, and status of progress for the Execution Section; collaboration with other Divisions of the Authority in activities related to land acquisition and disposal for urban renewal; the development of operational programming and coordination of work among Divisional Sections and between Divisions in the Authority; the maintenance of relationships

with consultants and the coordination of their activities as well as the analysis of their contractual responsibilities, the preparation of reports for public information regarding urban renewal; advising the Division Director on office procedure, personnel, property accountability and budget analysis.

6. A Director of Management who assists and advises the Executive Director as regards the operations of the NHA and all the PHA matters such as project management, tenant selection and relations, and activities of both youth and tenants. In addition, he is responsible for purchasing of materials and equipment for projects and for the entire maintenance function undertaken by both the central office maintenance staff and the project staffs.

7. Director of Finance and Accounts who advises the Executive Director in all financial matters of the NHA and prepares, administers and maintains financial control over budgets of both PHA and URA programs.

8. Director of Development who advises the Executive Director on all PHA and URA programs as to real estate acquisition and disposal matters. In addition, he develops and prepares standard specifications and cost estimates on all new PHA projects and in URA and PHA programs. Furthermore, it is his responsibility to inspect PHA for compliance with established standards of construction.

9. Director of Personnel and Relocation who advises the Executive Director on all problems of relocation. Some of his additional

responsibilities are the development of personnel policies and procedure in compliance with Federal policies and State regulations and the compilation of data related to housing, research and statistics.

10. A Coordinator of Community Relations and Social Services who advises the Executive Director of psycho-social problems of persons residing in URA and PHA sites as well as public housing projects. He is responsible for: directing Community Service Workers and Aides servicing problem families; developing procedures of problem identification and techniques to ameliorate the hardships of persons facing displacement, assisting persons in resettlement into public housing projects, directing broad and specific programs for positive community involvement and participation in the impending change.

The Division of Community Relations and Social Services

functions to provide certain services and to develop appropriate relationships with the residents living in urban renewal areas ; with agencies, both public and private within the community, and with the citizenry as a whole. Operating under a Coordinator of Community Relations and Social Services who reports directly to the Executive Director of the Newark Housing Authority, the Division was established within the Housing Authority by a resolution of the Board of Commissioners of the Newark Housing Authority. The Coordinator is aided by an assistant and by a staff engaged in programming and research. The Division is organized into three subdivisions as follows: Urban Renewal Relocation, Community Services; and Tenant Relations.

The subdivision, Urban Renewal Relocation, headed by a Supervisor who reports directly to the Coordinator is staffed by Senior Community Service Workers reporting to the Supervisor, Community Service Workers reporting directly to the Senior, and Community Service Aides responsible to the Community Service Worker.

The basic purpose of the Relocation subdivision is "to identify the social and economic problems of project area residents in order to obtain a comprehensive social diagnosis on the families in the project, and to make proper community resource referrals." It functions to minimize hardships, both material and intangible, among persons involved in relocation and or rehabilitation by means of questionnaires, home visits and other techniques designed to ameliorate family problems.

The subdivision of Community Services is under the guidance of a Supervisor of Community Service in Community Relations, aided by a Senior Community Service Worker, a Community Service Worker and by Community Service Aides. It is the function of the subdivision to offer such services as will enhance the lot of the tenants, with the attendant aim of rendering constructive aid to the management of projects in promoting the welfare of tenants and their children. The staff seeks to encourage and support the formation of Tenant Councils, to administer activities in the fields of health, education, welfare and employment, to keep abreast of Anti-Poverty programs; to stimulate adult and youth education programs in order to upgrade the vocational and economic status of project inhabitants; to be concerned with activities for children as

well as those for the elderly in projects; and to sustain and expand services to the tenants of projects through cooperative exploration, research, and conferences with the Project manager's staff.

In general, it is the function of the subdivision of Tenant Relations to aid, augment and work cooperatively with the management of particular projects as a coordinated, harmonious and interdependent organ of the Housing Authority establishment. Working in concert with other Community Relations personnel, it is the further aim of this subdivision to aid prospective families embarking on project living by means of counselling and other preparatory services. This counselling includes instilling an awareness of budgeting, the upkeep of dwellings and furnishings, and other family habits so necessary for urban community living.

It is evident that inherent duplication and overlapping exists within the functions of the Division. This places an undue burden on the efforts of the Coordinator who is faced with calling constant meetings to clarify areas of interest. It is likely that as this newly established Division matures and adjusts to its role in Urban Renewal, this problem will be alleviated. Investigation reveals that this division faces the likelihood of being seriously understaffed in light of NHA's expanding responsibilities within the broad field of "Human Renewal". Low salaries and the difficulty of attracting qualified personnel accentuate the problem of recruiting an adequate staff.

The organizational structure of the NHA resembles that of a pyramid in that all power radiates from the apex down through the Directors to the lower echelons. There is no apparent overlapping of

functions between the various agencies; each of the agencies has its functions carefully delineated. As constituted the organizational structure of NHA suggests that the integrating force responsible for molding the various agencies and their functions into a team and driving them toward an objective is the office of the Executive Director. All evidence indicates that this is precisely what happens in practice.

In order to operate and discharge its functions, many of which are highly technical and complex, the NHA must possess an adequate staff. Some 800 people are employed by the Housing Authority of which about 150 are concerned with urban renewal. Presently, the technical staff is considered to be adequate, however, in the light of the projects proposed in the CRP, shortages may arise in financial advisement and rehabilitation cost estimates, estimates for demolition work, real estate problems, and legal work. In view of the prevailing practice of NHA the adverse impact of these shortages has been ameliorated by occasionally contracting this work to outside experts. Furthermore, personnel policies now in operation indicate that the Housing Authority is not restricted to recruiting its technical staff from the city of Newark; instead, they are free to search outside the city for such skills. The guiding policy in hiring technical staff, whether it is from inside the city or outside of it, is based on merit and skill rather than any other set of criteria. There is no doubt that this policy, coupled with that of contracting the work to experts whenever the needs arise, places the NHA in a favorable

position as regards the acquisition of technical staff. The accomplishments of the Housing Authority in the field of urban renewal in the city is a living testimonial to the proficiency of its staff and reflects the expediency of their prevailing practices as regards the solution of technical staff shortages. However, in view of the CRP proposals and the ever expanding functions of the Newark Housing Authority, it is advisable that additional permanent staff, especially in the aforementioned critical categories, be added to the present staffs of the Authority.

Although the ultimate source of governmental authority regarding resource allocation and project priorities in urban renewal and redevelopment resides with elected officials of the City of Newark, the survey following does not attempt to cover in detail all aspects of Newark's political system. Rather it deals with the functions and organizations of the principal agencies participating in the field of urban renewal and redevelopment.

THE MUNICIPAL COUNCIL

Exercising the legislative power of city government, the Municipal Council enacts by ordinance, resolution, or motion, the laws of government, assumes responsibility for the municipal budget, including control of municipal appropriations requested by the mayor. In addition, the Council exercises financial control and fixes salaries of elective and appointive officers and employees. Thus the council

is the decision making body on all particular municipal matters and possesses control of appropriation requests. Within the scope of the URP, the council, after appropriate public hearings approves prepared projects primarily by resolution.

THE MAYOR

As the chief executive officer, the administrative code provides that the mayor "shall have the power and the duty to supervise the administration of the charter and ordinances of the city" Vested in the Mayor, is the power to appoint, with the advice and consent of the municipal council, qualified directors to head major administrative departments. Each department head, responsible to the mayor, is accountable for coordination and supervision of programs in accordance with administrative policy. The power to appoint vests the Mayor, excepting the authority of the Municipal Council and the tenure appointment of the Executive Director of NHA, with ultimate control of urban renewal and development directors and veto power over direct proposals for renewal.

Within the office of the mayor a staff consisting of the Deputy Mayor, a personal secretary, an analyst, an executive secretary, three administrative aides, and administrative clerk serve the mayor in departmental matters. Also under the supervision of the mayor, consistent with the city charter and general law, are the various statutory and non-departmental agencies. For purposes of this study, these may be identified as those agencies not directly concerned with urban renewal and those directly concerned. Of the 15 agencies within the office of the mayor, with the exception of the Municipal Court dealing with the Housing code among other matters, five are not directly

concerned with the urban renewal program. These are as follows: The Board of Alcoholic Beverage Control, Civil Defense, Newark Public Library, Newark Museum, and the Newark College of Engineering. The remaining nine agencies which are directly concerned are: Newark Commission for Neighborhood Conservation and Rehabilitation (NCNCR), Central Planning Board, Board of Adjustment, Board of Education, Newark Industrial Development Commission, Newark Parking Authority, Human Rights Commission, Advisory Committee on Transit and Transportation, and the Newark Housing Authority. (Housing Authority of the City of Newark).

The Newark Committee on Neighborhood Conservation and Rehabilitation

(NCNCR) was first organized in 1953-54 as an unofficial rehabilitation committee, representing all elements of the civic leadership of Newark, which relied primarily on private contributions. In 1956 the Newark Commission for Neighborhood Conservation and Rehabilitation became an official municipal agency, whose members, appointed by the Mayor, with the exception of the Director and Assistant Director serve without compensation. Basically it serves as an Advisory group to the Mayor, the Municipal Council and the general public. To achieve its objectives in the areas of conservation and rehabilitation, the NCNCR has a limited staff and depends on the personnel of the City Planning Officer. The NCNCR publishes an Annual Report and a publication "Neighborhood Conservation News Letter." Its major efforts have been directed to the improvement and rehabilitation by property owners organized as citizen self-help groups and neighborhood councils.

The Ordinance provides that it be the duty of the Director to cooperate in and carry out tasks assigned by the City Planning Officer relative to the following:

(a) Making of surveys and investigations required for the determination of conservation and rehabilitation areas as part of comprehensive planning.

(b) Preparation of such portion of the annual report of strengthening of the workable program to be submitted to the Urban Renewal Administration of the Housing and Home Finance Agency as may relate to neighborhood conservation and rehabilitation.

(c) Preparations of such portions of survey and planning and loan and grant applications to the Housing and Home Agency which relate to administrative and community participation in conservation and rehabilitation projects.

(d) The preparation of all aspects , except technical planning, of urban renewal applications or any parts thereof for submission to the Federal Government relating to neighborhood conservation and rehabilitation.

(e) The making of studies or reports on proposed zoning changes or on the merits of variance applications as the same may relate to neighborhood conservation and rehabilitation.

In addition, the Director, at the direction of the commission, cooperates with any city department or authority in the implementation of neighborhood conservation and rehabilitation phases of urban renewal projects.

Established by an ordinance of the Municipal Council, the Central Planning Board derives authority from the Municipal Council and Chapter 55 of Title 40 of the Revised Statutes of the State of New Jersey, Law 1953 Chapter 433. The organization of the Planning Board comprises nine members including the Mayor, a Newark City official, a member of the Municipal Council and six additional citizens of the City of Newark.

The functions of the Central Planning Board are:

(a) To make changes and revisions of the City Master Plan as circumstances and conditions require to the extent that:

1. Proposals affecting city facilities and services are coordinated with long term community development;
2. To discourage uncoordinated programs necessitating undue costs.

Acting as a zoning commission, the Board studies and recommends zoning ordinance changes to the Municipal Council and conducts studies designed to bring about the harmonious development of the City. In addition, it is the function of the Board to review all plans and programs and urban renewal projects that affect the physical development of the city.

The Board conducts hearings on proposals applicable to action by a housing, parking, highway or any other authority, development agency, school board or other similar federal, state, county or municipal agency.

In regard to Urban Renewal, the Board maintains a close working relationship with the Division of Planning and Housing Authority. Fostering the principal of joint participation and cooperation necessary for the orderly

development of the City, the Board provides the balance necessary between technicians and the general public.

The Board of Adjustment of five salaried members is empowered to recommend to the Municipal Council applications for variances in property use as required by state law.

The Board of Education, consisting of nine members appointed by the Mayor, has responsibility not only for the operation and maintenance of Newark's public schools, but also for planning and constructing new schools and rehabilitating existing structures. Reserving for itself the determination of general policy,^{*} the Board channels its operations through two principal agents. The Secretary to the Board and the Newark Superintendent of Schools. The former, in addition to providing secretarial service for the Board, handles its fiscal affairs. All other responsibilities, including the supervision of existing schools and the planning of new ones, are delegated to the Superintendent of Schools.

The Superintendent's office, in turn, is broken down into six working divisions, each headed by an Assistant Superintendent. Policy recommendations and the future of the school system are worked out by the Superintendent, after consultation with these division chiefs, and then submitted to the Board. (The Superintendent's personal staff handles

* The Board's fiscal policies, however, are subject to review by a Board of School Estimate, presided over by the Mayor.

** Opportunities for citizen participation in school policy formulation are provided by the public meetings of the Board, which neighborhood councils, PTA's etc. are encouraged to attend. The Superintendent also has a community relations coordinator attached to his personal staff

liaison with the Division of City Planning, the Newark Housing Authority, the State Highway Department, and other agencies whose decisions might affect the school planning program. Liaison is deemed effective, primarily because the initiative is assumed by the Superintendent, except in the area of highway planning.) State officials are notably (and, in light of recent controversies in Newark, understandably) reluctant to divulge detailed information on highway alignments, etc.

Planning for, and supervising the construction of particular buildings are responsibilities of an Assistant Superintendent in charge of business administration. Architectural work is done on a contract basis with outside firms, but the Assistant Superintendent has a staff architect and a staff engineer to review all phases of a project. Legal service, when needed, is available from the legal counsel to the Board of Education.

The staff architect and engineer supervise the construction of new buildings (and the rehabilitation of existing plant) through two field inspectors. This arrangement is felt to be minimally satisfactory for the implementation of the Board of Education's current program -- a 41-million dollar, time-phased plan to build 12 new schools and rehabilitate and add to 12 others. If Newark should, however, develop the funds to accelerate this program on a "crash" basis, strengthening of the field staff of the Assistant Superintendent for business administration would be in order. Two additional inspectors would be needed to represent Newark's interests effectively in such a crash construction effort.

The twelve unsalaried members of the Industrial Development Commission appointed by the Mayor and confirmed by the City Council have as a Commission the purpose to provide for and encourage the development and expansion of existing businesses and industry and to attract new enterprises to the city, particularly to the Industrial River Urban Renewal project.

The Parking Authority consisting of five members appointed by the Mayor, was created by ordinance in 1955. Its chief function is to ease the pressing parking problems currently confronting the city.

The Human Rights Commission composed of 15 members of the commission plus 4 staff members, was created by ordinance in 1952 and has the following basic functions as stated in the ordinance: " . . . to foster mutual understanding and respect among all racial religious and ethnic groups in the City of Newark; to discourage and prevent discriminating practices against any such group . . . and make such investigations and studies in any field of human relationship . . .

The Newark Advisory Committee on Transit and Transportation consisting of ten members appointed by the Mayor with the advice and consent of the Municipal Council, has the function to assist in the study and development of mass transit and highway programs for the City.

The Housing Authority of the City of Newark designated as the city's official redevelopment agency, is an independent public agency. The functions of the agency include the execution of the urban renewal program for the city.

DEPARTMENT OF ADMINISTRATION

The Department of Administration, an integral part of the Mayor's office is headed by a Business Administrator appointed by the Mayor with the approval of the Municipal Council. The Business Administrator, under the direction of the Mayor, supervises and coordinates the operation and administration of the various departments, divisions and agencies of city government. Four staff divisions have been established within the office of the Business Administrator: Division of the Budget; Division of Central Purchases; Division of Personnel, and the Division of City Planning.

The Division of the Budget, is empowered to review each city agency budget request and to analyze the operations of the city agencies in terms of efficiency and economy. Through budget review and control procedures this department, acting through the Mayor, may analyze the operations of urban renewal agencies for the purpose of determining more economical and efficient practices.

Other divisions within the Department of Administration are the Division of Central Purchases under the supervision of the City Purchasing Agent, the Division of Personnel under the supervision of the City Personnel Officer; and germane to urban renewal, the Division of City Planning headed by the City Planning Officer. The function of the City Planning

Officer, in addition to assisting in making policy decisions relating to the physical development of the city is to be responsible for the research and study necessary for keeping the Master Plan for the city up-dated and to serve as an advisor to the Central Planning Board.

DIVISION OF CITY PLANNING

The Administrative Code of the City of Newark, providing for the creation of a Department of Business Administration within the Mayor's office, enabled an administrative arrangement to be exercised placing the Central Planning Board technical staff under the direct control of the City Planning Officer. This arrangement permitted a direct policy guidance of the planning function by the Mayor and fostered the implementation of the Mayor's program in long range planning activities. As promulgated in the Administrative code, the functions of the planning Officer and his staff include the following:

1. To assist in the making of policy decisions which relate to the city's physical development.
2. To assist in preparing and coordinating measures and programs to carry out the development policies.
3. To carry on research and study to keep the Master Plan up to date.
4. To advise the Central Planning Board on matters submitted to said Board for approval.
5. To assist in the preparation of the Capital Budget.
6. To perform such other duties in connection with planning or the physical development of the city as may be required by the Business Administrator and the Mayor.

The functional organization of the Division of Planning permits short range planning including reviews of subdivision applications, urban renewal proposals, zoning changes, street changes and site selections for public buildings; long range planning including plans for future land uses, highways, parks, fire and police facilities, long range financial studies and overall development programs; special projects, including the capital budget, improvement programs and special studies requested by the Central Planning Board.

In a professional capacity the Division of City Planning advises the Central Planning Board periodically as amended urban renewal plans are submitted to the Planning Board by the Housing Authority. Within the necessary areas of rezoning, street variations, realignments of existing thoroughfares and other changes necessary to implement the renewal plan, the Division of City Planning generally prepares the ordinances and other information required by the Planning Commissioners. Closest liaison possible with all operating departments and agencies in the development of the City's core area is accomplished through the Capital Improvements program review, and through close cooperation with the Newark Housing Authority and other agencies, either state or county, involved either directly or indirectly with the city's rebuilding program.

In addition, the Division of City Planning acts as the technical staff for the Central Planning Board and reviews variance applications.

The Department of Public Works provides many of the basic physical services necessary for urban living. These services fundamentally affect and are affected by the changing environmental patterns arising as a result of urban renewal and rehabilitation. The Department is responsible for programs relating to the construction, maintenance, management, and operation of the city's physical properties; for changes in the physical layout of streets, sidewalks and sewers, and for developing adequate water supply facilities.

The Department's Director, aided by a Chief Engineer, assumes overall responsibility for the activities of some 1800 persons organized into nine bureaus and divisions. In addition, he supervises the necessary engineering and mechanical services and the drawing of plans and specifications for contracts pertinent to the functions of the Department.

The Department consists of the following bureaus and divisions headed by supervisory personnel reporting directly to the Director.

1. The Bureau of Streets and Sidewalks Headed by a Bureau Engineer, this bureau has the function of handling the maintenance and construction of streets and sidewalks, including sub-surface construction. The investigation of proposals for the construction and reconstruction of city streets for renewal projects is a responsibility of this bureau.

2. The Bureau of Sewers Under the supervision of a Division Engineer, this bureau has the responsibility of constructing, maintaining, operating and reconstructing the network of sanitary and storm sewers within the city and of enforcing the regulations pertaining thereto. Consultation with Urban Renewal officials on the engineering and financial problems inherent in relocating the sewerage system in the wake of a renewal or rehabilitation project is a responsibility of the Bureau.

3. The Division of Water Supply The Division of Water Supply is headed by a Division Engineer also reporting to the Director. The Division is responsible for the reservoirs, aqueducts, distribution mains and other structures and facilities needed to supply water to the city. Obviously, the problems of water supply emanating out of broad urban renewal programs could considerably tax the resources of this division.

4. The Bureau of Building Construction

5. The Division of Sanitation

6. The Bureau of Parks and Grounds A Superintendent is responsible for the activities of this bureau which include the planting, care and control of shade and ornamental trees and shrubbery along streets, parks and parkways throughout the city. The beautification of the city in urban renewal and rehabilitation projects is developing as a major function of this bureau.

7. The Bureau of Public Buildings

8. The Division of Motors

9. The Bureau of Parks and Pools A Manager, reporting to the Department Director, supervises the maintenance and operation of the various baths and pools available to the public. As urban renewal and rehabilitation activities grow, the functions of this Bureau are growing in importance.

The role played by the Department of Public Works in Urban Renewal is a major one. In constant consultation with the City Planner and the Director of the Newark Housing Authority, the Director of the Department of Public Works plays a key role in all urban renewal and rehabilitation projects.

The engineering, economic, and financial problems arising in the process of relocating and vacating sewers, sidewalks, and water mains may give rise to controversy and disagreement among city planners, NHA staff, and the employees of this department. Common commitment to the general purposes of urban renewal, and cooperative arrangements evolved in the performance of joint tasks have, however, kept friction at a minimum.

The Department is presently understaffed, and is experiencing great difficulty in attracting the engineers, both civil and hydraulic, who are desperately needed to enable the department to meet its responsibilities. The present practice of relying on contract consultants is merely a temporary expedient.

To alleviate this personnel problem, it is recommended that the salary scale be increased and the requirement of five years experience be eliminated. This in all probability would attract young graduate engineers, particularly from the Newark College of Engineering, to the Department. A mixture of the professional staff now employed by the Department and young graduates would ensure the continuity of competent personnel needed to fulfill the demands put upon the Department by a growing city.

Other departments of city government such as the Department of Law, the Department of Finance, The Department of Assessment, the Police Department, the Fire Department, the Department of Health and Welfare, the Department of Hospitals and Institutions all play a role, although peripheral, in advisory and/or consultive capacities in the urban development and rehabilitation of the City.

CHAPTER III

THE URBAN RENEWAL AND REDEVELOPMENT PROCESS IN NEWARK

The preceding section dealt with the organizational structure and functions of the various agencies participating in urban renewal and redevelopment in Newark. The purpose of this section is to analyze the functions of these various agencies in the urban renewal and redevelopment process to determine the extent of their participation and the degree of integration and interaction that exists among them.

With the adoption of Plan C of the Faulkner Act with a Mayor-Council form of municipal government, the City of Newark accepted the office of a strong Chief Executive. Of course, the success of any structural design, be it educational, business or political, is highly dependent upon the kind of persons elected or appointed to the task of carrying out the avowed purposes of the structural design. However, Plan C of the Faulkner Act and the ensuing structure it mandates does not fit into the historical trends of urban renewal and redevelopment in Newark. The Faulkner Act was passed in 1950, one year after the passage of the Housing Act of 1949, and as a result many of the functions relating to urban renewal and redevelopment activities were pretty well established in practice as well as by law. In the past the chief executives in Newark were content to leave the urban renewal system build up by the NHA alone. However, presently there is every indication that the Mayor intends to have a larger role in urban renewal in Newark.

In view of the position of the Mayor in the municipal government that prevails in Newark, it is the practice that all urban renewal and redevelopment projects are announced by the Mayor of the city.

Once the practicality of a proposed urban renewal project is determined, the Mayor, by virtue of his office, is in a position to contact the members of the City Council and solicit their views and reactions to the proposed project. It is through such action that he is able to neutralize or resolve opposition to the project before it is presented to the Council for its approval. The task of verifying blight in the project area and conducting public hearings regarding same, falls on the Central Planning Board. It is this organization that forwards its recommendations to the City Council.

In addition to initiating a proposal for an urban renewal project and preparing the applications to Federal agencies for financial assistance for the project, the NHA plans, finances and carries out the slum clearance involved in the project; it relocates the people and businesses affected by the slum clearance and rehabilitates properties within the urban renewal project area.

The remaining activities regarding an approved proposal for an urban renewal project center around problems related to the project, including clearances with other agencies whose cooperation is necessary to bring the project to fruition. For example, problems pertaining to education, fire and police, and the master plan, are discussed by NHA staff with their counterparts in the Board of Education, the Fire and Police Departments, and the City Planning Staff; furthermore, the NHA receives approval regarding

streets, the share of local costs in the project and street changes from the Department of Public Works, and zoning changes from the Central Planning Board. Again this is accomplished by the NHA staff initiating meetings with their counterparts in these agencies.

Other agencies that play a role in the urban renewal and redevelopment process in Newark are the NCNCR and the NIDC (formerly NEDC). The history of these agencies and the crystallization of their role in the urban renewal process has already been indicated in Chapter 1 of this report. Suffice it is to say at this point, that NCNCR was formed for the purpose of interacting with the NHA by cooperating on matters relating to neighborhood conservation and rehabilitation phases of the urban renewal projects. As for the NIDC, its principal role in the urban renewal process is that of publicizing the project and of wooing private capital to invest in Newark. The NIDC is destined to play a greater role in the urban renewal process, for recently it has been designated as the City's commercial and industrial development agency and was appointed developer of a 1500 acre Meadowlands Project by the NHA.

The urban renewal process functioning in Newark casts the NHA in the role of the principal actor. In terms of interaction, it is the NHA as principal, the Mayor, certain municipal departments and agencies, NIDC, and planners who interact more frequently with one another than with any other individuals or agencies in the city.

As regards the integration of the urban renewal process in Newark, it should be obvious to any observer that there is an absence of any city-wide coordinating structure of urban renewal and redevelopment activities. The logical implication of this observation is that what obtains, as regards urban

renewal in Newark, is pluralism with power to act lodged in several agencies all of which could work at cross purposes. This implication is true in one sense and untrue in another; It is true in that by law no one single agency possesses all the powers to carry out all the phases of urban renewal. Instead, power is lodged in more than one agency, and in another sense, despite this pluralism and the absence of any city-wide coordinating agency, it is not true that these agencies work at cross purposes. Strange as it may seem the urban renewal process in Newark is a well integrated system. The ability to achieve a high degree of integration stems from the fact that: (a) the number of actors participating in urban renewal is small, (b) there is a zeal and common commitment among the participants to bring federal and private capital into Newark; and (c) any concrete proposal that will help the city is paramount, all differences notwithstanding. Within the framework of these accepted norms, it is understandable why the process is capable of becoming integrated, despite the absence of any city-wide coordinating structure. However, as plausible as this explanation appears, nobody can deny the fact that the bulk of powers and responsibilities for urban renewal in Newark rests with the NHA. In view of these responsibilities and the absence of any city-wide coordinating structure, NHA was forced to develop its own system of integration. In the process of interacting with other agencies engaged in urban renewal in Newark, the NHA under the vigorous leadership of its Executive Director and in close cooperation with an energetic mayor, developed a highly personalized system in the urban renewal process in the city. Thus, the degree of integration that pre-

vails in the urban renewal and redevelopment process in Newark today can be attributed primarily to the work of the Executive Director and the staff of the NHA.

In conclusion: the integration and implementation of the urban renewal process in Newark today is highly personalized, under the leadership of the Executive Director and the Mayor, working with a limited number of participants in urban renewal activities. Conspicuously absent is: (a) a city-wide structural mechanism to coordinate urban renewal activities and (b) an institutional mechanism especially designed to promote citizen participation in urban renewal affairs. In the light of the CRP and MCP, it behooves the NHA and the city government to make provisions either to establish new mechanisms which would be designed for these purposes, or to draw upon existing agencies in the City and develop one to act as a coordinating mechanism in urban renewal activities and another to promote citizen participation in urban renewal affairs.

CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

Commission government in Newark, the system in effect from 1917 to 1954, had an unenviable reputation as "five-headed monster," a poorly articulated and unevenly led political apparatus. Under those circumstances, making the relatively independent NHA the local public agency for urban renewal purposes was a logical move, for it removed urban redevelopment from the internecine strife at City Hall.

The Faulkner Act of 1950, however, provided for integrated administrative systems, and the authors of this act were generally opposed to the "independent agency" approach.¹ Since Newark reorganized under the Faulkner Act of 1954, one might argue that the city should move in the direction of.

1. Eliminating as many independent agencies in the field of urban renewal as possible, and
2. Bringing housing and redevelopment into the general administrative family as a line department, a "Department of City Development."

A number of points, however, can be raised against this exercise of administrative logic.

1. The Faulkner Commission and Act looked at the world of municipal government through traditional "service" lenses. Federal renewal policy was still in its embryonic stages, and little consideration was given to the place of urban redevelopment in the general governmental picture.

1 The fear of a special board or commission for every new function of local government has grown piecemeal over the years and has resulted in unnecessary division of responsibility and poor coordination among the various agencies." FINAL REPORT OF THE COMMISSION ON MUNICIPAL GOVERNMENT, p. 13.

2. Urban renewal does not realistically fit into the Faulkner Act's conceptual framework. It is not a service function, to be directed by a "business administrator," but a sensitive combination of policy-and-administration.
3. Newark's redevelopment record, measured in terms of project accomplishments, has been an enviable one utilizing the independent agency approach.
4. The broadening scope of urban renewal programs makes it unlikely that all aspects of the renewal process can be brought under the effective control of one "umbrella" department in municipal government.
5. A department of City Development would not possess the continuity of leadership, the personnel stability, nor the fiscal flexibility of the NHA.

The Seton Hall Center for Urban Research is of the opinion that the line of argumentation given above provides justification for Newark's retention of her basic administrative framework, at least for the time being. Because of the antagonism between that framework and the theoretical thrust of New Jersey's optional charter law, an antagonism that has led to political strife in Newark in the past, the Center believes that a new look at the Faulkner Act is essential.

Recommendation #1 That the New Jersey County and Municipal Government Study Commission (established under the terms of Chapter 28, Laws of 1966) re-examine the Faulkner Act in the light of current redevelopment trends in order to assess the adequacy of existing local government structures for urban renewal purposes. In particular, the Commission should examine the roles of Mayor, Council, and Business Administrator, so that their responsibilities in the redevelopment arena may be more clearly delineated.

Even though drastic overhaul of Newark's urban renewal apparatus may not be necessary at this time, one is still faced by the stubborn facts that (a) Newark does have a multitude of agencies involved in the area of redevelopment, and (b) the relationships among these agencies, i.e., the

total redevelopment "system," is highly personalized. In turn, the rationales of both the federal Community Renewal Program and the Model Cities Program envision:

1. Bringing these agencies together in a programmed, coordinated community effort.
2. Utilizing Newark's elected officials (Mayor and Council) as major actors in this effort.
3. Involving the citizens and private organizations of the city in the urban renewal process as much as is feasible.
4. Developing administrative tools that promote stability and continuity, i.e., the "institutionalization" of Newark's redevelopment system.

The Center believes that these action principles must be woven strongly into the fabric of Newark's urban renewal programs.

Recommendation #2 That coordinating mechanisms and response mechanisms, focusing on City Hall, be established to further the implementation of Newark's CRP and MCP in an expeditious and responsible manner.

Insofar as coordination is concerned, three developmental paths appear most promising: 1. utilizing the executive office of the Mayor as the focal point for Newark's CRP and MCP, 2. expanding the functional reach of the Business Administrator in the urban renewal field; 3. tying the NHA to City Hall by additional formal bonds. Each of these paths will now be explored, and its strong and weak points emphasized.

Option 1 - The Executive Office of the Mayor

The Faulkner Act stipulated that "the executive power of the municipality shall be exercised by the Mayor," and subsequent amendments authorized staff assistance: a deputy mayor, a secretary, an executive secretary, and five aides.

A possible coordinating mechanism in the field of urban renewal thus would be the Office of the Mayor with responsibility on a day-by-day basis assumed by an administrative aide. (In the Model Cities proposal submitted by Newark, the aide's title is "Community Development Administrator.") The probable advantages of such an arrangement are: a. - the prestige of the Mayor (arising from both his legal and political status) could be drawn upon in developing and implementing renewal programs; b. - the administrative aide, generally relieved from operating responsibilities, could make redevelopment the major focus of his energies; c. - the Mayor's Office is the communications center of Newark's political system, thus alerting the aide to demands and reactions emanating from other parts of the governmental system and from the community itself. (Sensitizing agencies such as the NCNCR, the Human Rights Commission, and the NIDC are already attached to the Mayor's Office.), d. - as urban redevelopment involves the city more and more in relations with other cities (aspects of Newark's Model Cities proposal involve inter-municipal cooperation with East Orange), as well as with county and state government (a new state Department of Community Affairs was inaugurated in 1967), the Mayor's Office will become an even more important center of renewal activity.

But this approach is not without its difficulties. These would appear to stem in large part from the magnitude of the community Development Administrator's task, coupled to his lack of formal authority. The proposed office has no statutory status; hence there may be very real problems in his functioning effectively as a coordinator of such persons as the Business Administrator and the Executive Director of the Newark Housing Authority (the latter is a tenure official). Moreover, the NHA, rather than the city itself, is

currently the official redevelopment agency for Newark. These difficulties are not insurmountable, but while the status of his office is evolving, the city's Development Administrator will most likely depend upon the Mayor to support personally his major actions.

Option 2 - The City Business Administrator

The Department of Administration is the only line department specifically provided for by the Faulkner Act. (Up to nine additional departments may be established, by ordinance of the City Council.) The head of the department, "who shall be known and designated as the Business Administrator," is given statutory authority in the areas of budget preparation, central purchasing, and personnel. "He shall perform such other tasks as (the City) Council may provide." By ordinance in 1963, as Chapter 1 indicated, the Division of City Planning was added as a fourth element in the department.

The Faulkner Act envisioned the Business Administrator as something akin to a City Manager: "In cities of the first class having a population of more than 250,000, the Business Administrator . . . shall, subject to the direction of the Mayor, supervise the administration of each of the departments established by ordinance." The statutory status and authority of this official thus thrust him into the foreground as a potential urban renewal coordinator. He is already responsible for coordinating the activities of Newark's line departments which, as the concept of renewal broadens, are increasingly involved in the redevelopment process. Through the Division of City Planning, he is apprised of problems in the area of master planning, the workable program, etc. Additional assets are his chairmanship of the city's Capital Budget Conference and his close working relationships with the Mayor and City Council.

The potential difficulties with this approach would appear to result from the historical development of the office of Business Administrator as a "nuts and bolts" operation upon which has fallen the heavy burden of tying the city's line departments into an efficient service mechanism. Burdened by operating responsibilities of a complex and technical nature, would the Business Administrator have the time and energy to assume enlarged responsibilities in the field of urban renewal? There is a strong likelihood that the Business Administrator, if designated urban renewal coordinator, would turn to the City Planning Officer as de facto coordinator. Although not an illogical move, Newark's 1961 experience along similar lines is not reassuring. Indeed, since he was a staff aide of the Mayor in 1961, the City Planner was at that time better situated to function as a coordinator than he is today.

Option 3 - The Executive Director of the NHA

Another possible course of action would be to give the Executive Director of the Newark Housing Authority official status as the "Coordinator of Urban Renewal." This would involve bringing him into the City Hall family by ordinance, as a special assistant to the Mayor.

The advantages of such an arrangement flow from the fact that the NHA, historically the prime factor in the field of urban renewal, is Newark's official redevelopment agency and has long established relations with developers, federal officials, and such line departments as the Department of Public Works. Moreover, Newark's CRP is structured on a project-by-project basis: the sort of approach to which the NHA is already geared. The Executive Director is a man of long and varied experience. Bringing him to City Hall would formalize existing relations with some of the line departments, and involve the Executive Director more directly in the political cross-currents that flow through the Mayor's office.

The disadvantages of such an approach are similar to those delineated above for Option 2. The Executive Director already wears two hats - - as administrator of Newark's housing projects (a burden that increases as the number of public housing units in Newark increases), and as a planner and expeditor for redevelopment projects. Would the addition of another hat be practicable? Would the formal title of Urban Renewal Coordinator remain just that - - a formality? There is also the problem of staffing the new office. Logically, the Division of City Planning should provide the staff nucleus for the Coordinator. Unless Newark were to centralize its planning activities (not an illogical move), the Coordinator might well be faced with very real problems in trying to relate the planning and expediting staff of the NHA to the planners at City Hall.

In her Model Cities application, Newark has proposed to follow Option 1. The Center believes, however, that this report will have maximum utility if it concentrates on recommendations which are generally applicable, regardless of where Newark locates coordinating responsibility. There will, of course, be additional requirements to secure the successful implementation of the various options. For example, if Newark follows through on Option 1, the possibility of placing the Division of City Planning under the Community Development Administrator and of designating the city itself (rather than the NHA) as the official redevelopment agency should be considered.

The first general problem to be solved is the location of responsibility for updating the CRP. Newark's CRP is currently being developed by the NHA as an "additional duty." While this arrangement may be necessary in order to get the CRP into basic shape, the Center feels strongly that responsibility for revising the CRP - - the "city's" renewal program, should be lodged at City Hall. There it would join the Master Plan and the Capital

Budget as an integrative mechanism for the political process as a whole, rather than remain a program focusing primarily on the aspirations of one agency.

Recommendation #3 That responsibility for updating the CRP be placed in the Mayor's office, with the actual work to be performed by the Division of City Planning.

As Chapter I has indicated, Newark already has established machinery for revising her Capital Budget. Staff service is provided by the Division of City Planning. The budget provides a major opportunity for the City Council and the Business Administrator (as well as the Mayor) to impress their values on the development plans of the city. The Division of City Planning has assumed staff responsibility for re-evaluating Newark's Master Plan. If the Division of City Planning is given the job of reassessing and updating the CRP, feedback between the Central Planning Board's long range outlook and the 'action oriented' programs of the Mayor's office would take place through the utilization of this common staff. It goes without saying that close liaison between the Division of City Planning and the Newark Housing Authority is absolutely essential to insure the success of this proposal.

A recurrent complaint in Newark is that the community is kept ignorant of urban renewal plans and activities, except for the bits and pieces of information that come out at public hearings, through the project reports of the NHA, etc. Newark's CRP, if updated annually, could well form the basis of a report to the people which would function to minimize that complaint.

Recommendation #4 That Newark's CRP form the basis of an annual 'Report to the People,' preferably presented by the Mayor and Council, on recent progress in the field of urban redevelopment, as well as on redevelopment activities to be undertaken in the immediate future.

This report should be broad in sweep, specific in content, and

straightforward in style. It should outline, in the form of a consolidated report, the steps taken by all major agencies to further the goals of the CRP and the "next steps" they intend to take. It would be a distillation of the annual reports of the NHA, the Board of Education, the NCNCR, the NIDC, et al, tied into the CRP framework.

Not only would such a consolidated report be functional from the public relations point of view, but its very preparation would provide opportunities for the Mayor and Council to apprise themselves of the specific goals and accomplishments of urban renewal-related agencies, and to reassesses the strengths and weaknesses of the CRP itself. Moreover, this report could perform a coordinating role in its own right. There are clear limits to the effectiveness of any urban renewal coordinator. Coordination by a central agent of all factors in the urban renewal process becomes increasingly difficult as the concept of redevelopment expands, not only from the field of physical renewal into the area of human renewal, but also from the public into the quasi-public and private sectors. Thus, information must be fed into the stream of Newark's life so that individuals, groups and institutions may adapt their own plans to the evolving character of Newark's CRP. A widely disseminated "Report to the People" would foster coordination by a process of mutual adjustment among the diverse interests, public and private, within the community.

There is a danger, however, that this information flow would be primarily a one-way street, i.e., from government to people. True, those made aware of developments and plans via the annual report could, if they object to particular items, make their views known at public hearings, via letters to the Mayor, the press, etc. But again this is a highly personalized

process. The Center feels that institutional forms should be developed to formalize citizen participation in Newark's urban redevelopment.

Recommendation #5 That citizen participation in urban renewal be formalized, either through utilization of an existing agency for CRP purposes, or through the creation of a new Citizens Action Committee.

Option 1 - The NCNCR

The Center believes that the Newark Commission for Neighborhood Conservation and Rehabilitation (NCNCR) is one existing agency that appears well suited to perform the function of citizen participation in urban renewal affairs in the City. This body possesses the advantages of a membership (23) which is representative of a broad cross section of community life; a staff of five members including a Director; experience in urban renewal affairs which includes blight, rehabilitation proposals, enforcement of housing codes, beautification programs, and proposals to establish "pocket parks"; experience in organizing citizen groups, of which there are some 44 in existence; and attachment to the Mayor's office. Certainly these assets make the NCNCR a suitable agency to fulfill the citizens advisory tasks under the Workable Program.

Assuming that the NCNCR is delegated as the agency through which citizen involvement in urban renewal affairs in the City is to be achieved, all proposed projects and plans pertaining to urban renewal should be presented to the NCNCR for their study and submission of recommendations before such plans and projects are finalized.

Though the NCNCR possesses many advantages that warrant its development into an agency through which citizen participation could function in urban affairs, it is not devoid of certain disadvantages. First, the neighborhood

committees must be formalized because as they now operate they are highly informal; second, representation in the citizen groups must be above the neighborhood level since participation in the neighborhood does not necessarily indicate a role in the larger area as the community; thirdly, NCNCR must broaden the scope of its activity so as to include education, unemployment, etc.

Option 2 - A New Citizens Action Committee (CAC)

The City of Newark might possibly consider the establishment of a Citizens Action Committee (CAC) broadly representative of the community and including members of business, professional, and citizen organizations.

This body would be composed of a Citizens Action Commission, attached to the Mayor's office, and auxiliary committees on education, housing, law enforcement, central business district, port development, human values, etc. Such an organization could conceivably embrace as many as several hundred citizens. All urban renewal plans and projects would again be subject to analysis by the CAC before being finalized. The advantages that would derive from the establishment of an agency of such magnitude are: (a) citizen participation in urban affairs exercised through one central agency; (b) involvement of a greater number of citizens; (c) achievement of community consensus for urban renewal plans and projects because of a greater citizen knowledge of the program goals; (d) a broader democratic foundation on which Newark could move forward; (e) a greater accessibility to the various groups and interests that make up the community.

Such an agency would require the services of a small staff, composed of an executive director and coordinator, research analysts, consultants, and stenographers.

This leads directly to a final problem area made crucial by the expansion of Newark's urban renewal activities; that of qualified personnel. Nationwide interest in urban redevelopment, coupled to a shortage of trained urbanologists, means that Newark will be hard pressed to find and hold the talent needed to implement successfully her Community Renewal Program and Model Cities Program. Hence, the Center urges the city to make its salary scales highly attractive, and to expand its in-service training in order to develop the latent talent within its own ranks.

Recommendation #6

That agencies directly concerned with urban renewal consider increasing professional salary schedules in order to attract and retain additional qualified staff members. Further, that the NHA strengthen its training and development program to upgrade all staff members. Such a staff development program might include not only in-service courses conducted by staff members, but also lectures given by outside consultants and courses offered by local academic institutions.

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